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ABSTRACT

Citing a number of primary and secondary sources, the legislative and developmental history of the junior college movement in California is examined in this 1964 six-part report. First, a brief introduction presents an overview of the movement's major proponents, and of a 1907 law establishing California's first public junior colleges. The next section, "Beginnings of Junior College Education (1907-1917)," focuses on early efforts by high schools to teach post-secondary courses and related questions of state funding. Next, "The Formative Period (1917-1931)," is described, looking at high schools offering post-secondary courses and their 1917 enrollments, the 1917 statute which first introduced the words "junior college courses," the Committee on Education of 1919, the 1921 statute authorizing the creation of junior college districts, the first junior college district, enrollments of the state's 31 junior colleges in 1926-1927, funding under the 1929 session of the legislature, the formation of the California Junior College Association (CJCA) and the American Association of Junior Colleges, and the creation of four-year junior colleges. "The Period of Adjustment and Growth (1931-1951)" reviews legislative action through 1949, new colleges, the Strayer Report on California's needs for higher education, and junior college accreditation. Legislation and new colleges in "The Fateful Years (1951-1960)," are discussed next, along with "A Restudy of the Needs of California in Higher Education" (1955) and "Study of the Need for Additional Centers of Public Higher Education in California" (1957). Finally, the last section, "Under the Master Plan (1960-1964)," describes the Coordinating Council of Higher Education, legislation, new colleges, and Academic Senates. Chronologies of the establishment of California's junior colleges, of important events, and of the the tenure of CJCA presidents are attached. (JSP)

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HISTORY OF THE JUNIOR COLLEGE MOVEMENT IN CALIFORNIA

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HISTORY OF THE JUNIOR COLLEGE MOVEMENT IN CALIFORNIA

Introduction

> . . . We have the means within our reach of establishing upon this western soil the most magnificent system of education in the world. (Governor John McDougall to the California State Legislature, January, 1852)[1]

California, the leading state in the development of the junior college in both size of student body and number of colleges, is the first state to have a law which established public junior colleges. This law of 1907, proposed by Senator Anthony Caminetti of Amador County, permitted high schools to offer post-high school instruction. It was very brief and reads as follows:

> The board of trustees of any city, district, union, joint union, or county high school may prescribe postgraduate courses of study for the graduates of such high school, or other high schools, which courses of study shall approximate the studies prescribed in the first two years of university courses. The board of trustees of any city, district, union, joint union, or county high school wherein the postgraduate courses are taught may charge tuition for pupils living without the boundaries of the district wherein such courses are taught.[2]

Senator Caminetti was a firm believer in public education and one of the leaders in extending educational benefits to as many individuals as possible. Under this law, a total of 18 high school districts gave post-high school instruction for a period of time.

Post-high school courses of a collegiate caliber were strongly supported by Professor Alexis Lange, Head, and later Dean, of the Department of Education at the University of California in Berkeley. He proposed "six-year" high schools.

President David Starr Jordan of Stanford University was another strong supporter of the junior college idea. He popularized the words "junior college" by his many speeches and articles on the subject. In his reports to the trustees of Stanford University in 1907 and 1908, he advocated that Stanford University eliminate the lower division and, after August 1, 1910, require for entrance to the University that students have 60 units of collegiate work with the title of "Associate in Arts." This title was the one that the University of Chicago gave to students who completed 60 units, or the first two years, in collegiate work. The trustees, however, took no action.

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[1]Roy Cloud, Education in California, Stanford University Press, 1952, p. 25.
[2]Political Code Section 1681, Statutes of California, 1907, Chapter 69, p. 88.

Beginnings of Junior College Education (1907-1917)

In spite of the Legislature's action in 1907 and the advocacy of Alexis Lange, David Starr Jordan, and others, nothing transpired until 1910. In that year, Superintendent Charles L. McLane[3] of the Fresno City School District sent out a circular letter to the prominent people and principals of high schools in the Fresno area proposing that Fresno High School inaugurate post-high school graduate courses. Over 200 favorable replies were received without an adverse opinion. The result was that on May 6, 1910, the Fresno Board of Education adopted the following report:

1. That the Board of Education authorize the establishment of a two-year postgraduate course.

2. That mathematics, English, Latin, modern languages, history, economics, and technical work be the general courses offered for the first year.

3. That a competent person be secured as the dean or head, with such assistants as the attendance and course may justify.[4]

Three teachers were selected for the first year, devoting part of their time to teaching in the high school curriculum. One was given the title, "Dean of the Junior College." Instruction was started in the fall semester of 1910 with at least 15 students.[5] Out-of-district students were charged $4.00 a month tuition.

Hollywood High School in 1911 and Los Angeles High School in 1912 started classes of a post-high school nature. Hollywood High School discontinued such classes in 1919 and Los Angeles High School discontinued them in 1920. The establishment of the University of California, Southern Branch (later the University of California, Los Angeles), probably caused the demise of the junior colleges in the Los Angeles area. A third high school which started to offer postgraduate courses, and has continued as a junior college until today, was Santa Barbara. Albert Clyde Olney, Principal of Santa Barbara High School, introduced post-high school classes in 1911. He had been the Principal of Fresno High School until 1910 and had done much of the planning in starting Fresno Junior College.

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[3]Later President of the California State Board of Education.

[4]Walter C. Eells, The Junior College, Boston, 1931, p. 93.

[5]Superintendent of Public Instruction William John Cooper stated there were 15 students; Frederick Liddeke, the principal of the high school and junior college, stated in 1914 that the number was 28 (this is the number that most writers claim as correct); A. A. Gray, in his master's thesis, The Junior College, written in 1915, claims there were 20. (A. A. Gray's thesis was the first master's thesis written on the junior college.)

The first independent school to offer post-high school courses was the Los Angeles Pacific College, which was under the authority of the Free Methodist Church. It started a junior college in 1911, after having been in existence seven years.[6]

Three more high schools established post-high school courses in 1913: Long Beach, Bakersfield, and Fullerton. Long Beach discontinued its courses in 1916. Bakersfield, known as Kern County High School, started with a class of 13 who met in one room of the high school. Fullerton High School, under the leadership of Principal Delbert Brunton, started its postgraduate courses with 28 students, half of whom returned for the sophomore year with a new freshman class of 26. Ten students of the original class graduated. Los Angeles High School and Hollywood High School had only five students in their first graduating classes, while Santa Barbara had four.[7]

In 1914 three more high schools initiated post-high school courses: San Diego, Sacramento, and Placer High School in Auburn. In 1915 Santa Ana High School (Orange County) and Citrus High School in Azusa (Los Angeles County) started post-high school courses. Citrus Junior College, founded in June, 1915, was to become the oldest junior college in continuous service in Los Angeles County. Five high schools introduced post-high school courses in 1916: Polytechnic High School of Los Angeles, Anaheim, San Luis Obispo, Pomona, and Chaffey.[8]

Chaffey had a long history as an agricultural institution. On March 17, 1883, the Chaffey College of Agriculture was opened as part of the University of Southern California. Chaffey College was separated from the University in 1906. In 1916, under Merton E. Hill, Principal of the Chaffey Union High School, the Chaffey Junior College of Agriculture was formed. The first class had 15 students, taught by a faculty of two. The first graduates were two young women. Chaffey Junior College was outstanding in agriculture, especially in pomology, the culture of citrus fruits.[9]

In 1915 the California State Attorney General ruled that the attendance of students enrolled in "postgraduate" courses could not be counted in making apportionments out of the state high school fund. Will C. Wood, Commissioner of Secondary Schools and later State Superintendent of Public Instruction, in his biennial report to the State Department of Education in 1916, advocated that such students be counted. He further recommended that, if a student came from a county which had no junior college facility, the county superintendent pay $60 to the school of attendance for each student so attending.[10] His report further

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[6]Walter C. Eells, op. cit., p. 106.
[7]Marjorie Bishop, "The History of the Junior College," The Annual Pleiades, 1914 (Fullerton, California), pp. 55-56.
[8]Walter C. Eells, op. cit., pp. 95-96.
[9]Chaffey College Catalog, 1962-63, p. 14.
[10]Will C. Wood, Report of the Commissioner of Secondary Schools for the Biennial Period Ending June 30, 1916, p. 23.

recommended that no postgraduate courses be established unless the district had at least an assessed property valuation of $7,500,000. Furthermore, it was stated in the report that a minimum of 15 students was needed to establish a postgraduate course, and when the average daily attendance dropped below 10, the department was to be dropped and not re-established until 15 postgraduate students petitioned for re-establishment. Tuition should be free, as the junior college was part of the public school system. He stated that the law should recognize that the junior college department was of a local or community nature and that courses should be given which would benefit the community. Thus, a community could offer courses in accounting, banking and finance, commercial law, business management, plane surveying, strength of materials, architecture and bridge design, and advanced practical agriculture.

The report included two recommendations with respect to students: (1) that anyone over 21 years of age and not a high school graduate be admitted to post-high school courses, provided the principal of the school felt he could benefit by the instruction and (2) that students be classified as pre-university or students-at-large. The pre-university student was one who had satisfied the matriculation requirements of the University of California. The student-at-large was not qualified but could make up subjects he lacked for matriculation while attending the junior college.[11]

It is amazing how much of what Mr. Wood proposed has become part of the junior college program. The state now reimburses districts on an average daily attendance basis; there is a charge against an area which does not have a junior college district for all students who attend a junior college elsewhere; vocational education receives major emphasis in junior colleges; and tuition is free. Non-high school graduates may attend a college if, in the opinion of the president of the college, they can benefit from the instruction; and junior colleges provide remedial courses to enable students to make up requirements for transfer to four-year institutions.

The Formative Period (1917-1931)

When the Legislature met in 1917, there were 16 high schools giving postgraduate courses. These schools, with enrollments indicated for each, were:

Anaheim	20	Placer (Auburn)	6
Chaffey	65	Polytechnic (Los Angeles)	42
Citrus	37	Pomona	3
Fresno	79	Sacramento	45
Fullerton	59	San Diego	114
Hollywood	108	San Luis Obispo	10
Kern County (Bakersfield)	22	Santa Ana	56
Los Angeles	520	Santa Barbara	73

[11] Ibid., pp. 24-25.

The total enrollment in these classes was 1,259--an average of 78 per school.[12]

These schools, deprived of state support by the Attorney General's ruling of 1915, appealed to the State Legislature for aid. Senator John Ballard of Los Angeles introduced the bill into the Legislature, which was enacted into law as Section 1750(b) of the Political Code, which went into effect July 27, 1917. This law introduced the use of the words "junior college courses" for the previously stated "post-high school or postgraduate courses." It gave the schools which were giving such courses the same amount of average daily attendance for junior college students as for high school students--$30 a year. The district of residency had to pay the junior college $60 a year for each out-of-district student. The law defined a credit hour and required 60 credit hours for graduation. Non-high school graduates over 21 years of age could attend. Finally, courses in mechanical and industrial arts, household economy, agriculture, civic education, and commerce were recognized as suitable courses for junior college departments. All courses given had to be approved by the State Department of Education before any state funds could be given the school. The introduction of vocational courses determined that the future California junior colleges would not be branches of the state university only, but would become true community colleges. Chaffey Junior College is considered the first to introduce vocational courses of a post-high school nature into the curriculum.

State aid in the form of payment for average daily attendance encouraged five more high schools to offer junior college courses. These were Eureka, Manual Arts (Los Angeles), Red Bluff, Riverside, and Turlock.

The impact of World War I caused a drop of almost 30 per cent in the number of students attending the college division classes (from 1,561 in 1918-1919 to 1,096 in 1919-1920). Eight of the high schools terminated their programs for a year or more. Five high schools started offering college classes by 1920: Coalinga (which offered college courses for only one year), Santa Rosa, San Benito (at Hollister), Santa Maria, and Salinas.

Santa Rosa Junior College started under the presidency of Floyd P. Bailey, who served from 1918 to 1957.[13] San Benito College was started by James P. Davis, Principal of San Benito High School.[14] Salinas Junior College (now Hartnell College) and Santa Maria Junior College (now Allan Hancock College) were started as college divisions of the high schools in those two cities.

The eight high schools which suspended their junior college divisions were:

[12]California State Department of Education, The Junior College in California, Bulletin No. G-3, Sacramento, 1928, pp. 18-19.
[13]Santa Rosa Junior College Catalog, 1963-1965, p. 11.
[14]Roy Cloud, op. cit., p. 224.

Anaheim	1918	Manual Arts (Los Angeles)	1918
Citrus (Azusa)	1918 and 1920	Placer (Auburn)	1919
Hollywood	1919	Polytechnic (Los Angeles)	1918
Los Angeles City	1919	Red Bluff	1918

Citrus operated in 1919 and again in 1921, after which date it has been in continuous operation.[15]

The problems of education, especially the shortage of good teachers, caused the 1919 Legislature to create a special committee on education, consisting of six members, three from each house. The three Senators were Herbert C. Jones of San Jose, chosen as chairman; William J. Carr of Pasadena; and M. B. Harris of Fresno. The Assembly members were Elizabeth Hughes of Oroville, Walter Eden of Santa Ana, and N. J. Prendergast of San Francisco. Mr. Prendergast died in 1920 after attending only three hearings of the committee. The committee recommended a reorganization of the entire educational system and suggested that all functions except those of the normal schools and the University of California be placed under the State Board of Education, which had been created in 1912. The shortage of teachers caused them to recommend two steps: (1) that teachers be better paid, and (2) that the two-year state normal schools be made into four-year teachers colleges, with the first two years a junior college program of a general nature open to all.[16]

The committee also recommended that the future school system of the state consist of a six-year elementary school; a three-year intermediate school; and a three-year high school which would give cultural, technical, commercial, agricultural, manual arts, home arts, and other vocational courses. Then the junior college would provide civic, liberal, scientific, and technical courses. University education would then start with the junior year and would be divided into a large group of professional schools. The state colleges could establish junior college departments on their campuses, also. Junior college districts like those of the high schools were suggested. These districts were to have a $10,000,000 assessed valuation and a total district population of at least 15,000. The State Board of Education was to inspect and accredit the junior colleges and was to approve all courses offered by a junior college or a junior college department. State aid should be $100 a year for each unit of average daily attendance, provided the district raised $150 per pupil. Junior colleges enrolling out-of-district pupils could collect $150 a pupil from the district of residence.[17]

The 1921 Legislature enacted much of the committee's report into law. Under a bill proposed by Assemblywoman Elizabeth Hughes, three types of junior college districts were created:

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[15] Bulletin G-3, op. cit., pp. 18-19.

[16] Report of the Special Legislative Committee on Education Authorized by Senate Concurrent Resolution No. 21, Sacramento, 1920, pp. 25-31 and pp. 53-63.

[17] Ibid., pp. 76-82.

1. A junior college district coterminous with a high school district.

2. A junior college district embracing two or more contiguous high school districts.

3. A county junior college district embracing all the territory of the county not included in any other type of junior college district.

Two more junior college types of districts were added in 1927. These were:

1. A joint junior college district embracing two or more contiguous high school districts in two or more contiguous counties.

2. A joint county junior college district comprising all the territory in two or more contiguous counties not included in any other junior college district.[18]

The 1921 law provided that districts could be formed by petition of 500 voters and the approval of the majority of the members of the high school boards involved. These petitions would be sent to the State Board of Education through the county superintendent of schools and, if approved by the State Board, an election would be called. If a majority of the voters approved the formation of the district, a junior college district would be formed. If the area of the junior college district was the same as that of a high school district, then the high school board would be also the governing board of the junior college district; but if other territory or two high school districts were involved, then a board of five trustees would be elected for the junior college district. The district to be formed had to have an assessed valuation of $10,000,000 and, in turn, would obtain a flat sum of $2,000 from the state plus $100 for each unit of average daily attendance, provided the local district apportioned from local funds $100 for each unit of average daily attendance.

Average daily attendance was obtained by dividing the total number of student recitation and laboratory hours by the total number of school days maintained during the year multiplied by three. Teacher assignments were on the basis that three hours of college work was equivalent to five hours of high school work.

In spite of the urging of a number of people that the high school junior college departments should be abolished, the 1921 law specifically stated that the 1917 law was not repealed. This provided a two-system setup of junior colleges within the state. The junior college established by a high school required only a $3,000,000 assessed valuation while a junior college district required $10,000,000 assessed

[18]Senate Bill 430 (H. C. Jones)--Statutes of 1927, Chapter 708.

valuation. A non-high school graduate had to be 21 years old to enter a high school junior college department but needed to be only 18 years old to be eligible to enter a district junior college. District junior colleges which had 75 students or less after the second year of operation were to be discontinued and their property given to the high schools comprising the district.

On the other hand, a student in a high school junior college department could take high school remedial subjects, but junior college districts could give only junior college work.

All courses of study had to be approved by the State Board of Education. Besides transfer courses, there were those of a vocational nature which would prepare persons for agricultural, industrial, commercial, homemaking, and other vocations. Courses for the civil and liberal education of the citizens of the community were also to be provided. This law thus introduced the idea of general education or cultural courses for the benefit of citizens of the community. A minimum of 60 units was required for graduation, but the State Board made a minimum of 64 units necessary for receiving the "junior certificate." State monies could be used only for teachers' salaries. The governing boards of the junior colleges were to estimate the amount needed to be levied for school taxes. If such taxes were more than ten per cent greater than the previous year, a detailed explanation of the need for the increase was to be provided.

Financially, the junior college district did better than the high school junior college department. The district received a flat grant of $2,000 a year and $100 for each unit of average daily attendance. The high school junior college departments received no flat sum and were paid the high school average daily attendance amount for their junior college students, which was approximately $75 per student.[19]

In the beginning, the new junior college districts were to be financed largely by federal aid. On February 25, 1920, the President signed Federal Act 4936, which was designed to promote the mining of coal, phosphate, oil, oil shale, gas, and sodium on the public domain. All proceeds from the rents, royalties, bonuses, etc., derived from these operations were turned over to the states. The California State Legislature, in 1921, set aside all monies derived from this source in a "junior college fund" which was to defray the state costs in junior college districts.[20] In the beginning, the federal lease revenues covered all costs, but by 1928 there was not enough money and that year the state provided only $96 per unit of average daily attendance instead of $100. In 1929 the Legislature passed a law requiring that the difference between the federal fund and the amount needed per average daily attendance be taken from the state treasury up to $30.[21] Finally, in 1947, the State

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[19] School Law of California, Office of the Superintendent of Public Instruction, Sacramento, 1921, pp. 262-277.

[20] California State Department of Education, The Junior College in California, Bulletin No. G-3, Sacramento, 1928, pp. 46-47.

[21] Walter C. Eells, op. cit., pp. 108, 113.

Legislature directed all monies derived from leases on mineral lands to be transferred to the state school fund, and all appropriations by the state for junior colleges were to be drawn directly from this fund.[22]

Accreditation of junior colleges and teachers was provided for in the 1921 law by allowing the junior colleges and state colleges to enter into agreements with the University of California to accredit them. The University was also given the authority to approve or accredit both the schools and the teachers who were teaching transfer courses.

Another provision of the law of 1921 retarded the growth of junior colleges in some parts of the state by allowing the governing board of a district junior college or a high school junior college department to contract with the governing boards of nearby state colleges to give junior college courses for the benefit of students in the district.

Nine high school junior college departments were taken over very quickly by state colleges, as people in the state college areas looked upon this as an easy way to provide for the education of high school graduates in their district who did not have sufficiently high grades to enter a state college. Fresno, Santa Barbara, San Diego, Chico, and San Jose state teachers colleges took over the high school junior colleges in their areas, while Humboldt State College took over the high school junior college departments in Arcata, Fort Bragg, Mendocino, and Fortuna. This type of state college-junior college combination was discontinued in 1927 when the Legislature abolished this provision, with the exception of San Jose and Fresno, where the local districts paid the salaries of those instructors in the junior college department who were also teaching in the state teachers colleges.[23]

The first junior college district to be formed under the 1921 law was that of Modesto, which was approved by the State Board of Education on September 22, 1921. Eight days later, approval was given for Riverside to change from a high school junior college department to a junior college district. Sacramento, Fullerton, Santa Ana, and Chaffey all became junior college districts in 1922. San Mateo was formed as a junior college district the same year. Pasadena formed a junior college district in 1924. Marin, located in Northern California, and San Bernardino, located in Southern California, formed the first two union junior college districts in 1926.[24] The first president of Marin was Albert C. Olney, who had worked with Charles McLane to help found Fresno Junior College in 1910 and then established the Santa Barbara Junior College department in the Santa Barbara High School in 1911. Later, in 1929-1931, he became the first president of the Junior College Federation, now the California Junior College Association.

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[22]Statutes and Amendments to the Education Code of 1947, Chapter 401, p. 973.
[23]Walter C. Eells, op. cit., pp. 103-104.
[24]Ibid., p. 102.

In 1927 Long Beach, Glendale, and Santa Rosa became junior college districts, Santa Rosa changing from a high school junior college department. The next year Yuba and Compton formed junior college districts. Yuba, under the leadership of Curtis Warren, the first Superintendent, became the first countywide junior college district to be formed in California.

Between 1921 and 1930, eleven more high school junior college departments were founded:

El Centro	1922	Visalia	1926
Taft	1922	Porterville	1927
Brawley	1924	Palo Alto	1927
Lassen	1925	Galt	1928
Ventura	1925	Antelope Valley	1929
Reedley	1926		

Two of these (Palo Alto and Galt) lasted only one year. Many of these departments later became districts. Visalia Junior College was reorganized on January 18, 1949, and changed its name to College of the Sequoias. El Centro and Brawley voters formed the Imperial Junior College District on October 6, 1959. Ventura became a junior college district on January 16, 1962. Taft voters formed the West Kern Junior College District on June 19, 1962. Antelope Valley was voted in as a separate district on July 2, 1962. Reedley became part of the State Center Junior College District, along with Fresno City College, in 1963.

Santa Monica re-established its junior college in 1929; and Los Angeles Junior College began holding classes on September 9 of the same year. The Los Angeles City Junior College District was voted into being on March 27, 1931; and in 1938, the name of Los Angeles Junior College was changed to Los Angeles City College. It is located on the former farm of Dennis Sullivan, who, in 1914, sold to the state 26.9 acres of his farm, on which was located also the Los Angeles State Normal School. In 1919 this institution became the University of California, Southern Branch, and started first with only lower division classes. Eight years later, it became the University of California, Los Angeles. The University moved to its "Westwood" campus, and the City of Los Angeles in 1928 bought the Vermont Avenue site for its junior college. Dr. William Henry Snyder, Principal of Hollywood High School, became its first president. A total of over 1,300 students enrolled during the first semester, making the college the fourth largest junior college (in size of enrollment) in the United States.[25] There are still four of the original faculty of 54 teaching there, namely, Dr. Herbert B. Alexander, Miss Josephine L. Indovina, Mr. George R. Kaelin, and Mr. Meyer Krakowski.[26]

In 1926-27 there were 31 junior colleges functioning in California: 16 were departments in high schools, 6 were parts of state colleges, and 9 were separate district colleges.

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[25]Los Angeles City College Catalog, 1963-64, p. 11.
[26]Ibid., pp. 228-237.

The enrollments in the high school junior college departments for 1926-27 were:

Bakersfield	156	Reedley	37
Brawley	22	Salinas (Hartnell)	29
Citrus	81	Santa Maria (Allan Hancock)	44
Colton	135	Santa Rosa	185
El Centro	47	Susanville (Lassen)	34
Eureka	10	Taft	51
Hollister (San Benito)	113	Ventura	23
Pomona	80	Visalia (Sequoias)	58

This amounts to a total enrollment of 1,105, or an average enrollment of 69 students.

The enrollments in the junior college departments of the state teachers colleges in 1926-27 were:

Chico	113	San Diego	19
Arcata (Humboldt)	52	San Jose	650
Fresno	650	Santa Barbara	136

This amounts to a total enrollment of 1,620, or an average enrollment of 270 students.

The nine junior college districts in the same year had the following enrollments:

Chaffey Union	393	Riverside	341
Fullerton	235	Sacramento	847
Kentfield (Marin)	92	San Mateo	393
Modesto	354	Santa Ana	287
Pasadena	634		

This amounts to a total enrollment of 3,576, or an average enrollment of 397 students. Total enrollments in all junior college classes in the year 1926-27 were 6,301.[27]

The economy-minded 1929 session of the State Legislature, when it was discovered that the money from leases on mineral lands on federal property would no longer pay the expenses of district junior colleges, mandated that a new district would have to have an assessed valuation of $25,000,000 and an average daily attendance of at least 1,000 in the high schools of the district and if the junior college so established dropped in average daily attendance to less than 200, it was to be disbanded. Finally, before a new district could be formed, it had to have the approval of both the State Board of Education and the Department of Finance. The Legislature, on the other hand, helped the junior colleges by permitting

[27] William M. Proctor (Editor), The Junior College, Its Organization and Administration, Stanford University Press, 1927, p. 5.

county or joint county junior colleges to erect dormitories, dropped the age of non-high school graduates who might apply for entrance to the junior college to 18 years of age (the 1921 law of 18 years of age for nongraduates applied only to district junior colleges), and, lastly, required a "seat fee" of $65 from the district of residence of an out-of-district student in addition to the net cost of education.[28]

One of the most important effects of the 1929 legislation was the formation in April, 1930, of the Junior College Federation with Albert C. Olney as the first president. This organization, which changed its name to the California Junior College Association in 1947, represents the junior colleges as institutions. Dr. Henry T. Tyler, formerly President of Modesto Junior College, was chosen as part-time Executive Secretary in January, 1955, and became full-time Executive Secretary in 1960.

The American Association of Junior Colleges was officially organized on February 16-17, 1921, in Chicago with Dean David McKenzie of Detroit Junior College as the first president. This organization was the result of a meeting called by the United States Commissioner of Education, P. P. Claxton, on June 30-July 1, 1920, in St. Louis, Missouri, with President James M. Wood of Stephens College, Missouri, as the chairman.[29]

President Wood was also a leader in the idea of the four-year junior college. This type of college includes the last two years of high school and the first two years, or lower division, of the four-year colleges.[30] The idea of a four-year junior college was first proposed by George A. Merrill, Director of the Wilmerding School of Industrial Arts in San Francisco in 1894 and was pursued in an address before the National Education Association at Los Angeles in 1907 and clearly stated in a letter by him to the President of the University of California on July 1, 1908.[31]

Hillsboro Junior College (Texas) became the first institution to put the four-year junior college plan into practice. Pasadena, California, voted in March of 1924 to establish such a junior college but did not establish the college as a functioning body until the spring of 1928.[32]

The State Legislature provided the legal organization for the four-year junior college in 1937 in a bill introduced by Assemblywoman Eleanor Miller.[33] In spite of the enthusiastic endorsement of a number

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[28] Walter C. Eells, op. cit., pp. 110-113.
[29] Walter C. Eells, op. cit., pp. 75-76.
[30] Ibid., p. 665.
[31] Ibid., pp. 663-664. Also John A. Sexson and John W. Harbeson, The New American College, pp. 26-27 (Sexson and Harbeson claim that the idea was presented by President Tappan in his inaugural address at the University of Michigan in 1852--p. 16).
[32] John A. Sexson and John W. Harbeson, op. cit., p. 33.
[33] Ibid., pp. 34-35.

of prominent educators, the idea of the four-year junior college grew very slowly. By 1942 there were only five junior colleges organized in this fashion in California and only 34 in the entire United States. These 34 four-year colleges had an enrollment of 16,210, including the proprietory and denominational colleges with a total enrollment of 3,389.

The five California schools had an enrollment of 8,202.[34] Only seven school systems in California converted to the 6-4-4 plan. These were Pasadena (1928), Compton (1932), Ventura (1937), Pomona (1942), Napa (1942), Vallejo (1945), and Stockton (1948). Pomona was the first to abandon the system when its junior college was made part of the Mt. San Antonio College, a two-year junior college, in 1946.[35] Compton and Ventura abandoned the 6-4-4 system in 1949. Pasadena and Stockton both dropped the four-year junior college in 1953. Vallejo followed in 1955; and Napa, the last school system to do so, ended its 6-4-4 system on July 1, 1964. Sexson and Harbeson list five reasons for the slow growth of the four-year junior college, namely, the difficulty of intercollegiate competition, the paralyzing effect of tradition, the lack of public understanding, the power of vested interests in traditional forms, and the problems of the pioneers.[36] They do not list what was one of the greatest problems, that of having in the same school two grades of young students under compulsory education with many limitations and restrictions based on state laws, along with older students not subject to the same restrictions and having many more freedoms.

The Period of Adjustment and Growth (1931-1951)

The Legislature in 1931 repealed the provision that the Department of Finance had to approve all new junior college districts. In the same law, the governing boards of junior college districts were authorized to levy a tax of 20¢ on each $100 of assessed valuation in the district.[37] Accreditation by the University of California of junior college transfer courses and the instructors of such courses was also repealed by the 1931 Legislature. Accreditation from this time on, for a period of 22 years, was done only by the State Department of Education.

In the score of years following the 1931 meeting of the State Legislature, there were not many laws dealing with the public junior colleges. The depression resulted in the state reducing the payment for a unit of average daily attendance in the junior college from $100 to $90 in 1935.[38] The 1939 session of the Legislature permitted junior colleges to hold classes outside their districts and authorized them to offer

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[34] John A. Sexson and John W. Harbeson, op. cit., pp. 78-79.

[35] Stephen B. Reichert, Jr., "The End of the Four-Year Junior College in California," Junior College Journal, Vol. XXIX: Number 6, February, 1959, p. 311, and "The End of the Four-Year College Movement in California," Junior College Journal, Vol. XXIX: Number 8, April, 1959, pp. 441-443.

[36] John A. Sexson and John W. Harbeson, op. cit., pp. 109-110.

[37] Statutes and Amendments to Codes of California, 1931, Chapter 1215, pp. 2585-2591.

[38] Statutes of Codes of California, 1935, Chapter 606, p. 1716.

courses in aeronautics. Another law stated that the school boards of junior colleges were not required to furnish free textbooks.[39] This law showed that, although the junior colleges were legally a part of secondary education, they were a distinct part.

The effect of World War II on the junior colleges caused a few laws to be passed in 1943 with respect to their operation. Accreditation was approved by a law which stated that any junior college which complied with the standards required by the State Department of Education was to be considered accredited.[40] The 1943 session of the Legislature also authorized junior colleges to maintain summer schools[41] and to provide for airplane pilot training outside the state;[42] it changed admission requirements to allow any high school graduate to enter, instead of only California high school graduates;[43] it allowed high school seniors over 17 years of age to take junior college courses in conjunction with their high school courses;[44] and, finally, it defined a credit hour as three hours a week of instruction, study, or laboratory for 16 weeks.[45] This in turn defined the junior college semester as 16 weeks in length.

The 1947 session of the State Legislature provided in Assembly Bill 2273 (Chapter 57) for a comprehensive survey of higher education in California. This survey became known as the Strayer Report since George D. Strayer, Professor Emeritus of Columbia University; Aubrey Douglass, Associate Superintendent of Public Instruction; and Monroe E. Deutsch, Provost and Vice President Emeritus of the University of California, were the men in charge of the report.

In 1949 the State Legislature was concerned with the strengthening of the junior college district and provided that a high school district could join a junior college district by a vote of the high school board and a vote of the people in the district.[46] Similarly, a high school district, if it had the required assessed valuation and number of students, could become a junior college district by a favorable vote of the majority of its board of trustees and a favorable vote of the people in the district.[47] Teachers who were permanent employees of the high school district would be permanent employees of the newly formed junior college district.[48]

The period of 1931 to 1951 saw the establishment of 23 new junior colleges. Coalinga College was started in 1932 as an extension

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[39] Statutes of Codes of California, 1939, Chapter 232, p. 1490; Chapter 795, p. 2326; Chapter 591, p. 2003.
[40] Statutes of Codes of California, 1943, Chapter 71, p. 461.
[41] Ibid., Chapter 1082, p. 3019.
[42] Ibid., Chapter 17, p. 19.
[43] Ibid., Chapter 71, p. 461.
[44] Ibid., Chapter 71, p. 487.
[45] Ibid., Chapter 818, p. 2617.
[46] Statutes of Codes of California, 1949, Chapter 15943, p. 2841.
[47] Ibid., Chapter 139, p. 368.
[48] Ibid., Chapter 142, p. 2042.

of Fresno State College. It became a high school department of Coalinga High School in September, 1941, and the voters of the area formed the Coalinga Junior College District on November 21, 1961.[49]

Oceanside-Carlsbad College, the first junior college in northern San Diego County, was formed in 1934.[50]

Two urban colleges were founded in 1935: City College of San Francisco and Stockton College.

The City College of San Francisco was started under the leadership of its first president, Dr. Archibald J. Cloud. Instruction began in the University of California Extension Division Building and Galileo High School with 1,500 enrollees. Sixty-five acres were acquired in Balboa Park, the present site, and the first buildings were occupied in 1940.[51]

Stockton College first rented classroom space from the College of the Pacific. The College of the Pacific, in turn, abolished its lower division and arranged for such students to attend Stockton College. In the fall of 1951, the College of the Pacific re-established its lower division and separated its lower division students from Stockton College. The Stockton school system in May of 1948 went on the 6-4-4 plan with grades 11 to 14 on the Stockton College campus. The Stockton Unified School District in June of 1956 reverted to the 6-3-3-2 plan. On February 26, 1963, the voters of the area voted to form the present San Joaquin Delta Junior College District, which consists of all of San Joaquin County except the Ripon High School District but includes the Galt High School District of southern Sacramento County.[52] Dr. Burke W. Bradley, President of Stockton College, was named the first Superintendent of the new district.

In 1936 the Placer Union High School Board re-established the Placer Junior College as a department of the high school after a 16-year interval. The voters of the high school districts of Lincoln, Placer, and Roseville and the Tahoe-Truckee Unified School District in 1957 voted to form the Sierra Junior College District. In January, 1962, all of Nevada County joined the district. The district purchased a site near Rocklin, California, and occupied the site during the 1961-62 school year. This college has a unique collection of mining materials consisting of over 3,000 items and forming the largest collection of such materials between the University of Nevada, in Reno, and the University of California, at Berkeley.[53]

With the re-establishment of Placer Junior College (later Sierra College) in 1936, there were 63 junior colleges functioning in California,

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[49]Coalinga College Catalog, 1963-65, p. 5.
[50]Oceanside-Carlsbad College Catalog, 1963-64, p. 11
[51]City College of San Francisco Catalog, 1962-63, p. 23.
[52]Stockton College Catalog, 1962-63, p. 8.
[53]Sierra College Catalog, 1964-65, pp. 8 and 13.

42 public and 21 private. Twenty-three of the public junior colleges were in high school departments:

Antelope Valley (Lancaster)
Bakersfield
Brawley
Central (El Centro)
Citrus (Azusa)
Coalinga
Fresno Technical
Lassen (Susanville)
Oceanside-Carlsbad (Oceanside)
Placer (Auburn)
Pomona
Porterville
Reedley
Salinas
San Benito (Hollister)
San Diego
San Luis Obispo
Santa Maria
Santa Monica
Stockton
Taft
Ventura
Visalia

One junior college department was in Fresno State College.

There were 18 junior colleges in junior college or unified school districts:[54]

Chaffey
Compton
Fullerton
Glendale
Long Beach
Los Angeles
Marin Union
Modesto
Pasadena
Riverside
Sacramento
San Fernando Valley Union
San Francisco
San Jose
San Mateo
Santa Ana
Santa Rosa Union
Yuba County

The total enrollment in these public junior colleges at the beginning of the school year in 1938 was 51,807, of which 20,743 were adults.[55]

The 20 private junior colleges in 1936 were:

In Arlington - Southern California (Seventh-Day Adventist)
In Atascadero - Miramonte
In Belmont - Notre Dame (Catholic)
In Berkeley - Armstrong
Williams
In Inyo County - Deep Springs
In Los Angeles - Cumnock
Holmby
Los Angeles Pacific (Free Methodist)
Mount St. Mary's (Catholic)
University of Southern California (Junior College Department)

[54]Merton E. Hill, The Functioning of the California Public Junior College, Berkeley, p. 9, and William W. Ferrier, Ninety Years of Education in California, 1846-1936, Berkeley, p. 357.
[55]Merton E. Hill, op. cit., pp. 16-85.

In Menlo Park - Menlo
In Oakland - California Concordia (Lutheran)
Polytechnic
In Pacific Beach - San Diego Army and Navy Academy
In San Francisco - California School of Mechanical Arts
Cogswell Polytechnical
Golden Gate
Lux Technical
In Upland - Beulah (Church of the Brethren)

Mr. Ferrier states that in 1935 the enrollment in the public junior colleges of California was 35,505, and the enrollment in the 16 private junior colleges at that time was not over 2,000. There were 519 junior colleges in the United States in 1935.[56]

Of the 20 private junior colleges listed by Mr. Ferrier in 1936, only three are listed as private junior colleges in May, 1964, by the Bureau of Readjustment Education, California State Department of Education. These are the California Concordia College, Oakland; Deep Springs College, Inyo County; and Menlo School and Menlo College, Menlo. Three other private junior colleges are listed which came into existence later: Pacific Bible Institute, Fresno; Pilarica College, Thousand Oaks; and St. Joseph's College, Mountain View.[57] Of the others, Southern California at Arlington has become Loma Linda University; four have become four-year colleges, namely, College of Notre Dame, Belmont; Mount St. Mary's College, Los Angeles; Los Angeles Pacific College; and Golden Gate College, San Francisco. Armstrong College of Berkeley is now a business college and Cogswell Polytechnical College of San Francisco is now an engineering and technical college.[58] The others, such as Williams, have disappeared completely or have been absorbed into other institutions.

Six years passed after the founding of Placer Junior College (now Sierra College) before any other junior college was established. Napa Junior College was established in 1942 as a four-year junior college, as part of the 6-4-4 plan which was enacted by the Napa School Board in 1940. Crowded conditions led to transfer of the last two years of high school, which were removed from the college campus in 1957. A new campus was purchased in 1963, and on July 1, 1964, the junior college of Napa became a two-year college only.[59]

Another three years passed before two more junior colleges began operations. The Los Angeles City Junior College District opened its second junior college, East Los Angeles College, in September, 1945, with

[56] William W. Ferrier, op. cit., p. 357.
[57] California State Department of Education, Courses Offered by California Schools, Sacramento, May, 1964, p. 22.
[58] Ibid., pp. 18-48.
[59] Napa Junior College Catalog, 1962-63, p. 11.

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Dr. Rosco C. Ingalls as its director. Dr. Ingalls retired in 1955, and the present president, Dr. Benjamin K. Swartz, succeeded him.[60]

The second college established in 1945 was in Vallejo, one of the principal navy ship building and repair bases on the Pacific Coast. It was to the Vallejo Naval Yards that the injured Pacific Fleet came for repairs after Pearl Harbor.[61]

During the period of 1946 to 1950, more junior colleges were established than in any other comparable period of growth. The increase in population, the requirement that modern living required skills and training beyond the high school, and the role of the G.I. Bill in the expansion of college education all played a part in the rapid development of junior colleges.

In 1946 three new colleges were formed: Mt. San Antonio College, Palomar College, and Santa Barbara City College. Mt. San Antonio College included the Pomona Junior College, which was a high school department, and the high school districts of Bonita, Covina, and La Puente. The campus was located on a state hospital site in Walnut, which was leased for one year. On the day of the first graduation, word was received that the purchase of the site had been approved by the state.[62]

Palomar College was created by an election in the Escondido, Fallbrook, and Vista School Districts on January 15, 1945. It moved to its present campus on September 25, 1950.[63]

Santa Barbara College was established as a department of the Santa Barbara High School in 1911. In 1927 it was discontinued when Santa Barbara State College took over the junior college department. It was reactivated as a department of the high school in 1946 and became a separate junior college district on July 1, 1964.[64]

Four colleges started operations in 1947. They were El Camino College, Los Angeles Pierce College, Monterey Peninsula College, and Palo Verde College. The first three were in junior college districts and the fourth, Palo Verde, was established as part of a unified school system by the Board of Education of the Palo Verde Unified School District on July 12, 1947, on the site of the Morton Air Base.[65]

Monterey Peninsula College was established in 1947 in the area where California's first capital was located.[66]

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[60]East Los Angeles College Catalog, 1964-65, p. 11.
[61]Vallejo Junior College Catalog, 1962-64, p. 1.
[62]Mt. San Antonio College Catalog, 1964-65, p. 22.
[63]Palomar College Catalog, 1964-65, p. 13.
[64]Santa Barbara City College Catalog, 1964-65, p. 13.
[65]Palo Verde College Catalog, 1962-64, p. 8.
[66]Monterey Peninsula College Catalog, 1964-65, p. 5.

El Camino College was formed as the result of a successful election in the Centinela Valley Union High School District on July 30, 1946. It now comprises four other school districts besides Centinela Valley: El Segundo Unified School District, Inglewood Unified School District, South Bay Union High School District, and Torrance Unified School District.[67]

Los Angeles Pierce College started in December 1, 1943, on 392 acres in the San Fernando Valley as the Charles W. Pierce School of Agriculture. In September, 1947, it started as a junior college with instruction in agriculture only. In 1951 a school of business was added and it also became coeducational. In 1956 its name was changed to Los Angeles Pierce College.[68]

During the next year, 1948, only one college was started. A favorable vote by the people of Newport Beach and Huntington Beach formed the Orange Coast Junior College District on January 27, 1947. The college has been built by use of an override tax on a "pay-as-you-go" plan; and a second campus (the Golden West campus), planned to open in 1966, will be built by another override tax of 10½¢ per $100 of assessed valuation for 20 years, which was approved by the voters on April 17, 1962.[69]

The Los Angeles City Junior College District opened three junior colleges in 1949. Los Angeles Harbor College was the result of the efforts of the Wilmington Chamber of Commerce, which petitioned the Los Angeles City School Board in 1941 to establish trade extension classes in the Banning High School. In 1945 the committee of the Wilmington Chamber of Commerce was expanded to include representatives of San Pedro and Lomita. The expanded committee petitioned to have a post-high school technical school built with three divisions--technical, business, and academic. On February 12, 1948, Raymond L. Casey was appointed Director by the Los Angeles City School Board; and the college opened in September of 1949.[70]

Los Angeles Trade-Technical College was formerly known as the Frank Wiggins Trade School, named after a leader in the promotion of agriculture and industry in Los Angeles County. The need for technical training became apparent right after World War I; and the first class, one in power sewing, was established in a clothing manufacturing plant in 1920. Classes were held in various schools and buildings until 1925, when the Frank Wiggins Trade School was established. Two years later, a ten-story building housed the training for the various trades. This building, known as the Frank Wiggins Branch, is still used in connection with the main campus of 12 acres purchased in 1955. The technical side of trade training expanded so rapidly after World War II that the name was changed on July 1, 1948, to the Wiggins Trade-Technical Institute, and the next year it became the Los Angeles Trade-Technical College.

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[67]El Camino College Catalog, 1963-64, pp. 2-3.
[68]Los Angeles Pierce College Catalog, 1964-65, p. 33.
[69]Orange Coast College Catalog, 1964-65, p. 24.
[70]Los Angeles Harbor College Catalog, 1964-65, p. 12.

Since 1950 it has been offering the Associate in Arts degree, as well as the Certificate of Proficiency and Certificate of Completion.[71] The Certificate of Completion is granted to students who complete the requirements of the program of their choice. The Certificate of Proficiency requires completion of at least 75 per cent of the trade major in school with a "C" average and satisfactory employment for six months in the vocation for which the student is trained.[72] Dr. Howard A. Campion, noted as one of the leaders in the field of junior college education, was the first director of the college.

The third college established in 1949 was Los Angeles Valley College. It was established in June, 1949, and opened its doors in September of the same year, with a student body of 440. The first director was Vierling Kersey, formerly State Superintendent of Public Instruction. Today it has 6,000 day students and 7,500 attending in the evening, illustrating the increase in population in the Van Nuys district of the San Fernando Valley.[73]

In 1950 four more colleges were established in three districts: Contra Costa College and Diablo Valley College, Los Angeles Metropolitan College of Business, and Shasta College.

The Los Angeles Metropolitan College of Business was the last of the present seven junior colleges of the Los Angeles City Junior College District to be established. As its name implies, it specialized in business education and was located in an office building in downtown Los Angeles. It is now known as the Los Angeles Metropolitan College.

The Contra Costa Junior College District, covering the County of Contra Costa, was voted into existence on December 14, 1948. Two colleges were established: Contra Costa College on 77 acres in San Pablo and Diablo Valley College on 100 acres near Concord. Both started in temporary buildings in 1950 under Superintendent Drummond McCunn. This is another district which, to the present, has financed its building program out of an override tax rather than a bond issue.[74]

Shasta College was established as a junior college department by the Shasta High School District in 1950. In 1962 a separate junior college district was approved by the voters of the area,[75] and Gilbert A. Collyer was appointed the first Superintendent in 1964.

This period of 20 years saw two important measures affect the development of the California junior colleges. The first was the Strayer Report and the second was regional accreditation.

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[71] Los Angeles Trade-Technical College Catalog, 1964-65, pp. 21-22.
[72] Ibid., pp. 30-31.
[73] Los Angeles Valley College Catalog, 1964-65, p. 29.
[74] Contra Costa College Catalog, 1964-65, p. 4, and Diablo Valley College Catalog, 1964-65, p. 6.
[75] Shasta College Catalog, 1963-64, p. 8.

The study officially entitled "A Report of a Survey of the Needs of California in Higher Education" was commonly called the "Strayer Report" because Professor Emeritus George Strayer of Columbia University was in charge of the committee of three which conducted the study.[76]

The study was initiated and financed by Assembly Bill 2273 of the 1947 session of the State Legislature with directions that a report was to be made to the 1948 session of the Legislature.

The California Junior College Association supplied the report's definition of the objectives and purposes of California public junior colleges. The objectives state that the junior college is committed to the democratic way of life, that the individual man is recognized as the highest value of the world and universe, that its policy is to grant the individual man the maximum amount of freedom and personal initiative consistent with equal opportunities on the part of his fellows, and, lastly, that its policy is to provide post-high school education to all adults as well as youth. The purposes were listed as (1) terminal education, (2) general education, (3) orientation and guidance, (4) lower division transfer courses, (5) adult education, and (6) removal of matriculation deficiencies so that students can qualify for admission to other institutions.[77]

With the objectives and purposes expressed, the report definitely recommended that, even though many people in various junior college districts wanted their junior colleges to become four-year institutions, junior colleges should remain two-year institutions. At this time (1947), there were 55 junior colleges with 60,346 students enrolled. This was 35 per cent of the total number of students enrolled in higher education in California.[78] The report suggested that Alameda and Contra Costa Counties, Merced County, Kings County, and Tehama and Shasta Counties should have sufficient student populations by 1960 to establish junior colleges. These junior colleges each would have an individual enrollment of at least 400 students in average daily attendance by that date.[79]

The Strayer Report performed one very important service in slowing down, if not stopping, the idea of expanding the junior colleges into four-year institutions. Proponents of this idea were people in junior college areas who wanted a four-year institution for prestige purposes and veterans who, having completed their first two years in their home area, wanted to continue for two more years without moving.

The arguments advanced were that there would be great savings if students could live at home and part of the buildings needed were already supplied by the established junior college. Local control could be expanded to the four-year colleges, as well as in the junior colleges.

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[76] Monroe E. Deutsch, Aubrey A. Douglass, and George D. Strayer, A Report of a Survey of the Needs of California in Higher Education, Berkeley, University of California Press, 1948, p. vii.
[77] Ibid., pp. 6-7.
[78] Ibid., p. 61.
[79] Ibid., p. 78.

The Strayer Report stemmed the movement by pointing out the tremendous expense of 55 state-supported, four-year colleges and that after the four-year colleges were established the next step would be for a graduate school in each. Furthermore, many instructors in the junior colleges were not prepared for upper division work, and a large extension of library facilities and laboratories would be needed. Finally, it would destroy the junior college with its unique role of supplying transfer, terminal, remedial, and general education to all people at a low cost.[80]

The University of California had been accrediting the California public junior colleges until 1931. After that date only the State Department of Education accredited junior colleges. This worked satisfactorily until World War II, when the federal government refused to recognize junior colleges as collegiate institutions and refused to exempt or defer junior college students from being drafted on the same basis as state college and university students. Personal letters from the State Department of Education and from institutions of higher learning corrected the difficulty temporarily. The California Junior College Federation appointed a committee to study the problem in 1944.

The committee reported in 1947 that there were four types of accrediting agencies: (1) state agencies; (2) regional agencies; (3) denominational agencies; and (4) curricular accrediting agencies, such as the Engineers' Council for Professional Development.[81] A vote by the members of the California Junior College Association resulted in a proposal that the California State Department of Education do the accrediting. The State Department of Finance refused the request for additional personnel in 1949, and the junior college committee on accreditation commenced negotiations with the Western College Association in 1950.[82]

The problem of accreditation again assumed great importance in the fall of 1950 when the "police action" in Korea was started by the enemy invasion of the 38th parallel on June 24, 1950. The induction of young men into the armed forces increased tremendously. Draft boards again were not willing to grant deferment to junior college students because the junior colleges were not accredited. The military refused to accept the work taken in junior colleges as being of a collegiate level, and the federal government would not grant technical training programs to junior colleges.

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[80]Monroe E. Deutsch, Aubrey A. Douglass, and George D. Strayer, op. cit., pp. 10-14.

[81]"Accreditation Practices and Procedures in Junior Colleges," Submitted by Sub-Committee on School and College Accreditation of California Committee for the Study of Education, 1947 (mimeographed).

[82]Memorandum from Jay Davis Connor to Roy E. Simpson and Members of the Cabinet, State Department of Education, July 31, 1950 (mimeographed).

President Henry T. Tyler of Modesto Junior College, chairman of the accreditation committee of the California Junior College Association; President Basil H. Peterson of Orange Coast College; and Superintendent T. Stanley Warburton of Fullerton Junior College District worked with Charles T. Fitts of the Western College Association, Frank B. Lindsay, Chief of the Bureau of Secondary Education of the State Department of Education, and William N. McGowan, Consultant in Secondary Education of the State Department of Education, to formulate the standards required for accreditation and to design the forms and procedures to be followed. The Western College Association agreed to take over the accreditation of junior colleges on April 15, 1950.[83]

Accreditation by the Western College Association began with a visit to the College of the Sequoias on February 9-10, 1953. Also visited that spring were Mt. San Antonio College, March 3-4; Reedley College, April 16-17; Napa Junior College, April 22-23; Glendale College, May 13-14; and College of Marin, May 21-22.

Ten years' experience in the value of accrediting junior colleges led the California Association of Secondary School Administrators, under the leadership of its Executive Secretary, William N. McGowan, working with Mitchell P. Briggs, Executive Secretary of the Western College Association, to consider having the high schools accredited by a similar method. The decision was made to create an accrediting association called the Western Association of Schools and Colleges which would have three commissions, one for four-year colleges, one for junior colleges, and one for secondary schools.[84] On July 1, 1962, this organization became the regional accrediting agency for California, Hawaii, and the Territory of Guam.[85]

The Fateful Years (1951-1960)

Legislation during the decade of the 1950's with respect to junior colleges continually increased. Only two laws dealing with junior colleges were passed in the 1951 session of the State Legislature: (1) allowing them to have vending machines on the campus[86] and (2) allowing the election of trustees by wards, if desired, instead of from the district at large.[87]

The next session of the Legislature (1953) passed five laws dealing with junior colleges, the three most important being that the

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[83]Minutes of the Western College Association meeting at the California Club, Los Angeles, April 15, 1950.

[84]Minutes of Accreditation of California Schools and Colleges, Los Angeles, October 14, 1960; Burlingame, December 12, 1960, March 13, 1961, April 4, 1961, and April 18, 1961.

[85]Letter from Henry T. Tyler to Superintendents and Presidents of Junior Colleges, February 9, 1962.

[86]Statutes and Amendments to the Code of 1951, Chapter 1113, p. 2826.

[87]Ibid., Chapter 285, p. 539.

governing boards of junior colleges could pay for the cost of accreditation,[88] that they could establish schools of nursing,[89] and that they could tax the district 5¢ per $100 of assessed valuation for transportation of students.[90]

The most important legislation pertaining to the junior colleges in the 1955 session of the Legislature was that junior colleges could maintain summer schools,[91] they could admit apprentices who were only 16 years of age as well as nongraduates over 18 years of age,[92] and students could qualify for state scholarships of $600 on the basis of good character and need and by passing state qualifying examinations.[93]

The 1957 session of the State Legislature passed seven laws dealing with college levels. The most significant were that real estate schools could be established at the collegiate level,[94] that "work experience education" could be part of a student's preparation for which college credit could be granted, and junior college governing boards were urged to offer courses in air transportation, flight instruction, technical training, and ground instruction.[95]

The 1959 session of the Legislature passed almost twice as many pieces of legislation dealing with the junior colleges as did the 1957 session. The most important statute provided that junior colleges could charge out-of-state students a tuition fee not greater than that charged by the state colleges.[96] Only one school, Imperial Valley College, charged such a fee, which they set as $100 a semester to out-of-state students and $250 a semester to foreign students.[97] High school students could take junior college courses provided that not over five per cent of the seniors of any high school be allowed to do this.[98] Teachers in junior colleges were required to have as a minimum a master's degree or a degree requiring not less than one year of postgraduate study.[99] Finally, the most important piece of legislation was Assembly Concurrent Resolution No. 88, which stated the Liaison Board of the Regents of the University of California and the State Board of Education should create a master plan for higher education in California for the next decade.[100]

From 1951 through 1960, only seven junior colleges were started. Oakland City College was created in 1953 with two campuses. In 1927 the Central Trade School was established by the Oakland School Board; later

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[88] Statutes of 1953, Chapter 518, p. 1758.
[89] Ibid., Chapter 1032, p. 2501.
[90] Ibid., Chapter 1478, pp. 3088-3092.
[91] Statutes of 1955, Chapter 1010, pp. 1919-1920.
[92] Ibid., Chapter 715, pp. 1207-1208.
[93] Ibid., Chapter 1846, p. 3420.
[94] Statutes of 1957, Chapter 4, pp. 122-133.
[95] Ibid., Chapter 1571, pp. 2926-2927.
[96] Statutes of 1959, Chapter 1606, p. 3978.
[97] Imperial Valley College Catalog, 1962-64, p. 25.
[98] Statutes of 1959, Chapter 1130, p. 3224.
[99] Ibid., Chapter 633, p. 2611.
[100] Ibid., Chapter 200, p. 5769.

its name was changed to the Laney Trade and Technical Institute, and in 1953, it became the Laney Campus of the junior college. The Merritt Business School was established in 1929 and became the Merritt Campus in 1953. On November 19, 1963, the voters of Oakland, Berkeley, Albany, Alameda, Emeryville, and Piedmont voted to form the Peralta Junior College District, which became operative on July 1, 1964,[101] with Dr. John W. Dunn as the first Superintendent.

Two years passed before the American River Junior College District was formed in 1955, after a vote of the residents of the north area of Sacramento County on June 25, 1954. This college was the successor to Grant Technical College formed during World War II which offered technical courses to the personnel of Mather Air Force Base and McClellan Air Force Base (McClellan is the supply and repair airplane base for the Pacific area). William Rutherford, Superintendent of Grant Union High School District, was the person responsible for establishing the technical college. The difficulty was that the base of assessed valuation was too limited for the number of students, and a larger area was needed. Dr. Bill J. Priest was named Superintendent of the new district.[102] On March 17, 1964, the voters of Sacramento County, El Dorado County, and parts of Yolo and Solano Counties formed the Los Rios Junior College District, containing both American River Junior College and Sacramento City College. This district will be operative on July 1, 1965, with Dr. Priest as Superintendent of the enlarged district.

The year 1956 marks the beginning of Cerritos College, which was voted into existence on June 10, 1955. Dr. Ralph S. Burnight was the first Superintendent and President; and on his retirement, Dr. Jack W. Mears was named Superintendent and President.[103]

Another two years elapsed before the next junior college (Foothill College) was started. The district was voted into existence on January 15, 1957, and Dr. Calvin C. Flint was elected Superintendent and President. The El Monte Campus, with its redwood construction and eastern feeling of design, received an architectural award for its construction style. It has been noted in several national magazines, such as Look in the California issue of September 25, 1962, entitled "Jet Age Junior College" (pp. 58a-d). The college offers to the people of the area an outstanding series of nationally known lecturers and concerts featuring the San Francisco Symphony.[104]

Two colleges began operation in 1959. The first, a district composed of the Siskiyou Union High School, Tulelake Joint Union High School, and Dunsmuir Joint Union High School, voted on January 8, 1957, to form the Siskiyou Joint Junior College District. Tulelake withdrew from the junior college district on July 1 of that year. A bond issue

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[101]Peralta Junior College District Catalog, 1964-65, p. 11.
[102]American River Junior College Catalog, 1964-65, p. 23.
[103]Cerritos College Catalog, 1964-65, p. 10.
[104]Foothill College Catalog, 1964-65, pp. 8-9.

failed, and not until September 3, 1959, were minimum facilities from local taxes supplied to have the college start. Dr. Myrel J. Greenshields was the first President, with Mr. W. Edward Roberts chosen as the second President.[105]

Cabrillo College was the second college to start in 1959. The voters of San Lorenzo, Santa Cruz, and Watsonville High School Districts voted to form the Cabrillo Junior College District on October 21, 1958. Dr. Robert E. Swenson was chosen Superintendent/President. A campus site near Aptos, overlooking the Pacific Ocean, was selected, and on October 7, 1962, the campus was dedicated.[106] The Santa Cruz Sentinel on October 5, 1962, published a special edition of two sections containing 84 pages covering all phases of the college. The college held a five-day music festival from August 21 to 25 in 1963, featuring full orchestras, quartets, solo numbers, and an opera, "Hippolyte et Aricie" by Rameau, all under the direction of Gerhard Samuel, Conductor of the Oakland Symphony Orchestra.[107]

Barstow College began instruction in September, 1960, on the Barstow High School campus, with Dr. Charles Chapman as the Director. When Dr. Chapman left to become Superintendent of the new junior college district in Cleveland, Ohio, Dr. Leslie E. Wilbur was chosen as Director. The voters of the district approved a $3,000,000 bond issue on October 18, 1960, and a site for the campus was chosen one and one-half miles south of the City of Barstow.[108]

The problem of the cost of higher education in California, coupled with a study of curricula offered, led to the request for a restudy of the needs for higher education in the state. The 1953 session of the State Legislature provided for such a study through an appropriation in the budget. The Restudy was under the direction of T. R. McConnell, former Chancellor of the University of Buffalo, with Thomas C. Holy representing the University of California, and Hubert H. Semans representing the State Department of Education.[109] A new feature of the Restudy was the inclusion of private colleges and universities for the first time.

The cost of higher education in California had risen from $69,293,306 in 1946-47 to $151,583,536 in 1953-54. Junior college expenditures increased from $16,139,852 to $40,871,616 with an additional $8,171,287 in 1953-54 collected by district funds for capital outlay. Expenditures of the state colleges increased from $4,486,787 in 1946-47 to $27,605,868 in 1953-54, while the University expenditures, in the

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[105]College of the Siskiyous Catalog, 1964-1965, p. 6.
[106]Cabrillo College Catalog, 1964-1965, p. 9.
[107]C.J.C.A. News, Vol. 9, No. 6, June, 1963, p. 4.
[108]Barstow College Catalog, 1963-65, p. 7.
[109]T. R. McConnell, T. C. Holy, and H. H. Semans, A Restudy of the Needs of California in Higher Education, California State Department of Education, Sacramento, 1955, p. vii.

same years, increased from $47,671,695 to $83,106,052.[110] The sources of revenue for the junior colleges in 1953-54 was 30.6 per cent from the federal government, 22.5 per cent from the state, and 46.0 per cent from the local districts.[111] The large amount received from the federal government was caused by federal aid to the education of veterans and for veterans' counseling and guidance. For the previous year, the amount from the federal government was only 8.5 per cent of the total.[112] In 1953-54 the federal government was supplying only 26 per cent, the state 27.5 per cent, and the local district over 67 per cent.[113]

The Restudy recommended that the public junior college system should be given full encouragement for its development and coordination with the other segments of higher education in the state.[114]

The functions of the junior colleges, as stated in the Restudy, were: (1) occupational education, (2) general education, (3) lower division college education, (4) guidance, and (5) community service. The Restudy suggested that in the community service field where junior colleges were giving adult education courses in elementary reading, citizenship training, and courses on the high school level that the colleges stop giving such courses and concentrate on the post-high school level and eliminate those courses not relevant to their main functions.[115] Another suggestion was that general education courses be given to all junior college students whether transfer or terminal and that the University of California encourage experimentation in general education by the junior colleges.[116]

Recommendations were that the junior colleges, in cooperation with the State Department of Education, establish clear-cut criteria for approving courses and curriculums to make certain their courses qualify for state funds.[117] Statewide tests should be given to all high school students to aid in counseling them into institutions of higher education.[118] Statewide tests in the 5th, 8th, and 11th grades were given for the first time in 1962. Another recommendation was that the State Department of Education, in consultation with the California Junior College Association, establish minimum standards for retention of students and that these standards be in the California Administrative Code.[119] The State Board

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[110] Ibid., p. 397, and Monroe E. Deutsch, Aubrey A. Douglass, and George D. Strayer, op. cit., p. 123.
[111] Monroe E. Deutsch, Aubrey A. Douglass, and George D. Strayer, op. cit., pp. 121-122.
[112] Ibid., p. 122.
[113] T. R. McConnell, T. C. Holy, and H. H. Semans, op. cit., p. 51.
[114] Ibid., p. 6.
[115] Ibid., pp. 52-53.
[116] Ibid., pp. 58-60.
[117] Ibid., p. 60.
[118] Ibid., pp. 117-119.
[119] Ibid., pp. 114-115.

of Education required minimum standards of a 1.5 grade point average (A = 4, B = 3, C = 2, D = 1, F = 0) to remain off of probation; and if a student on probation failed again to achieve a 1.5 grade point average, he was subject to dismissal. These standards were added to the California Administrative Code in 1959.[120]

The Restudy also recommended that, to carry out the legal responsibilities required of the State Department of Education and the State Board of Education and to supply leadership to the development of junior college programs and to coordinate their activities, a Bureau of Junior College Education be established in the Division of Instruction.[121] In accordance with this recommendation in 1957, the Bureau of Junior College Education was established with Dr. Hugh G. Price as Consultant. The next year he was made Chief of the Bureau, with Dr. Robert F. Stone as Consultant. Dr. Emil O. Toews, who was working with the National Defense Education Act Administration, was also brought into the Bureau as a Consultant. Dr. Price passed away suddenly in 1961; and Dr. Stone left the Bureau to join the administration of the Oakland Unified School District. Dr. Toews was made Chief of the Bureau in December, 1961. Dr. Gerald D. Cresci joined the Bureau as a Consultant in April, 1962; and Dr. Carl G. Winter became a Consultant in June of the same year. Miss Wilma Hiatt, working under a Kellogg Foundation grant, was part of the Bureau for the purpose of assisting the associate degree programs in registered nursing in the junior colleges from 1959 to 1963. Miss Alice M. Takahashi, Senior Stenographer, has been with the Bureau since its start in 1957; and she was joined by Miss Mary E. Sklavos in January, 1962, as Intermediate Stenographer.

Finally, the Restudy recommended that a comprehensive examination of higher education in California be undertaken in 1960.[122]

The 1955 session of the State Legislature had so many requests from so many areas of the state for the establishment of four-year colleges that the Liaison Committee of the Board of Regents and the University of California were requested to make a study to determine where such colleges should be established. The result was A Study of the Need for Additional Centers of Public Higher Education in California, Sacramento, 1957, 172 pp. This report suggested 14 areas which needed and could support junior colleges if a minimum of 400 average daily attendance figure and a tax base of $100,000,000 were used. Only two of these areas, namely, the tricounty college area of Butte-Glen and Tehama and the bicounty college area of Lake-Mendocino, are not served as of July, 1964, by junior colleges either in the area or in areas close enough to serve the student population.[123]

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120 California Administrative Code, Title 5, Article 515, Section 131(d).

121 T. R. McConnell, T. C. Holy, and H. H. Semans, op. cit., p. 293.

122 Ibid., p. 6.

123 H. H. Semans and T. C. Holy, A Study of the Need for Additional Centers of Public Higher Education in California, California State Department of Education, Sacramento, 1957, pp. 41-43.

In the fall of 1955, public junior colleges enrolled 58.8 per cent of all freshmen and sophomores in both public and private institutions[124] of higher education, so the report stated that junior college facilities should be established first and that junior colleges be established through local initiative and state assistance prior to any additional state college or University campus.[125]

The next and perhaps most important study of higher education in California was the Master Plan for Higher Education in California in 1960.

Under the Master Plan (1960-1964)

The recommendation of the Restudy report that a study be made in 1960 and the introduction of 23 bills, three resolutions, and two constitutional amendments in the 1959 session of the Legislature led to the introduction of Assembly Concurrent Resolution No. 88, authored by Assemblywoman Dorothy M. Donahoe, Chairman of the Assembly Education Committee. The Legislature agreed to take no action on higher education until the study made under the Master Plan for Higher Education in California was presented to the 1960 session.[126]

The Master Plan survey team was chaired by Arthur G. Coons, President of Occidental College. The survey made a number of specific recommendations with respect to the junior colleges. A new section was to be added to Article IX of the California State Constitution stating that public higher education in California shall consist of the junior colleges, the state college system, and the University of California.[127] Junior colleges were to be governed by local boards. Minimum standards for the formation and operation of junior colleges and general supervision over them was to be provided by the State Board of Education. Junior colleges were to offer instruction through but not beyond the 14th grade level, including, but not limited to, (a) standard collegiate transfer courses, (b) vocational-technical courses, and (c) general or liberal arts courses. Studies in these fields could lead to the Associate in Arts or Associate in Science degrees.[128]

The Master Plan further recommended that the state colleges should be combined into one system headed by a Chancellor and governed by a State Board of Trustees. State colleges should provide instruction through the master's degree and could, in conjunction with the University, grant the doctor's degree in selected fields.[129]

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[124] Ibid., pp. 99-100.
[125] Ibid., pp. 102-105.
[126] A Master Plan for Higher Education in California, 1960-1975, California State Department of Education, Sacramento, 1960, 230 pp.
[127] Ibid., pp. 1-2.
[128] Ibid., p. 2.
[129] Ibid., p. 2.

The University was defined as the primary institution for research and should have exclusive jurisdiction over the professions of dentistry, graduate architecture, law, medicine, and veterinary science and grants the doctor's degree, except that it could share the granting of the doctor's degree with the state colleges in selected fields.[130]

Twenty-two new junior colleges were suggested in the Master Plan and as of July 1, 1964, eleven were in existence and all but one are in the planning stage and will be ready to open within several years. The University was to accept the top one-eighth (12-1/2 per cent) and the state colleges the top one-third (33-1/3 per cent) of the graduating seniors, while the junior colleges should admit all high school graduates.[131] This was designed to divert to the junior colleges by 1975 some 50,000 students from the University and state colleges. In consideration of this diversion, the state should increase its proportion of total current support for junior colleges from 30 per cent to 45 per cent by 1975. The Legislature should aid in the construction of junior college facilities by loans and grants. All the territory of the state not included in districts operating junior colleges should be incorporated in junior college districts as soon as possible.[132]

An advisory body, the Coordinating Council for Higher Education, consisting of 12 members, should be appointed to (1) coordinate and review the budgets of the University and state colleges, (2) give advice on the functions of the different segments of higher education, and (3) develop plans for the orderly growth of public higher education.[133]

Parts of the Master Plan were enacted into law by the 1960 session of the State Legislature. The Coordinating Council for Higher Education was to be composed of 15 members: three representing the University; three, the state colleges; three, the private colleges; three, the junior colleges; and three, the general public. The three members representing the University are appointed by the Regents; the three representing the state colleges are the Chancellor and two trustees appointed by the State College Board of Trustees; the three representing the private colleges are appointed by the colleges; the three representing the general public are appointed by the Governor; and the three representing the junior colleges are appointed by the State Board of Education--one member from the Board or its chief executive, one from local board members, and one member from administrators of junior colleges.[134]

Dr. Robert J. Wert, Vice Provost of Stanford University, was the first chairman of the Coordinating Council, and following him was Warren M. Christopher of Los Angeles, who is one of the representatives of the general public. The three junior college representatives were

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[130] Ibid., pp. 2-3.
[131] Ibid., pp. 4-5.
[132] Ibid., pp. 13-14.
[133] Ibid., p. 3.
[134] Education Code, Division 16.5, Chapter 5, Section 22700.

Dr. Roy E. Simpson; Mrs. Eleanore D. Nettle, Trustee of the College of San Mateo; and Joseph P. Cosand, President of Santa Barbara City College. Mr. Raymond J. Daba, a member of the State Board of Education, has taken Dr. Simpson's place and Mr. Stuart M. White, Superintendent of State Center Junior College District, has taken Mr. Cosand's place. Dr. John R. Richards of Oregon was selected as the first Director of the Coordinating Council staff.

The 1960 session of the State Legislature enacted four other measures dealing with junior colleges, the most important being that state scholarship winners could, if they enrolled in a junior college, wait for two years before claiming their scholarship, provided their grades were kept up.[135]

The 1961 session of the Legislature saw the largest number of bills dealing with junior colleges and the largest number enacted into law during any session of the Legislature up to that time. Twenty-one measures were enacted into law, and the most important were as follows. After February 1, 1963, no type of junior college district, except a separate junior college district, could be formed.[136] This law stopped the possibility of additional unified school districts forming junior colleges within them. To form a new district, there should be 1,000 students enrolled within two years and an assessed valuation of $150,000 for each student. The State Board of Education has the right to exempt either or both of these provisions if the area is an isolated one.[137] Junior colleges may hold classes outside their district, provided they receive permission from the State Board of Education each year.[138] Junior colleges were given a tax relief grant of $5,000,000 to pay old bonds or erect new buildings on a matching basis of one part state fund to four parts district funds.[139] The State Legislature added another $5,000,000 in tax relief funds on the same terms in 1962. The Legislature increased the amount of the foundation program to $543, with a district computational tax of 24¢ per $100 of assessed valuation, with the basic state aid at $125. Part of this statute stated that the State Board of Education was to establish "criteria and standards" for graded classes.[140]

After numerous meetings, the State Board of Education, on February 14, 1963, established criteria and standards for graded classes in the junior colleges. A graded class has to meet one or more of the following three "criteria": (1) the course provides credit toward an associate degree and is considered to be on the collegiate level; (2) it is part of an occupational course of study beyond the high school level;

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[135] Statutes of 1960, Chapter 74, p. 424. (The others were Chapter 62, p. 385; Chapter 47, p. 391; and Chapter 48, p. 391.)
[136] Statutes of 1961, Chapter 1077, p. 2809.
[137] Statutes of 1961, Chapter 1804, pp. 3839-3890.
[138] Ibid., Chapter 1827, pp. 3896-3897.
[139] Ibid., Chapter 1006, pp. 2683-2686.
[140] Ibid., Chapter 879, pp. 2303-2308.

and (3) it is recognized by the University of California, a California state college, or accredited private colleges as part of the required preparation for a major, or general education, or permissible elective units. A graded class must meet all the "standards" which are: (1) it is a course approved by the State Board of Education and meets the requirement for the associate degree or an occupational certificate and is part of a course of study not over 70 units in length; (2) it must conform to its description in the catalog; (3) students must have met prerequisites before enrolling; (4) it is subject to the published standards of matriculation, attendance, and achievement of the college; and (5) it cannot be repeated by a student, except under unusual circumstances and then only with the approval of the district superintendent.

The budget session of the State Legislature of 1962 approved a bond issue for $270,000,000 for a state building construction program to be voted upon by the voters in November. Included in the amount was $20,000,000 earmarked for junior college construction.[141] The voters approved the bond issue, and this was the first time state money was voted by the people of California to supply funds for capital outlay expenses of the junior colleges.

The 1963 session of the Legislature was the most prolific as to laws passed which affected the junior colleges. The most important ones provided that: (1) all statutes dealing with junior colleges, except those involving finance were placed in one division of the Education Code, namely, Division 18.5, starting with Section 25400 and ending with Section 25549,[142] and (2) junior colleges are "secondary" schools in order that numerous financial statutes dealing with public schools, both on the state and federal level, would not need to be changed or redefined.[143] The amount of the foundation program for each unit of average daily attendance was raised from $543 to $570 for the junior colleges.[144] A mandatory tuition charge for out-of-state students and permissive tuition charge for foreign students, military, and military dependents was enacted. The State Board of Education is to determine the average cost of instruction by January of each year.[145] For 1964-65 the charge is $10.20 per unit, not to exceed $153 per semester or $306 per year. Governing boards of junior colleges are permitted to charge up to $10 per student for health services and/or parking services per year.[146] They may further add an extra 10¢ per $100 assessed valuation for adult education,[147] another 10¢ per $100 assessed valuation for interdistrict attendance costs,[148] and another 10¢ per $100 assessed valuation

[141] Statutes of 1962, 3X Session, Chapter 2, pp. 564-569.
[142] Statutes of 1963, Chapter 100, pp. 735-777.
[143] Ibid., Chapter 670, p. 1658.
[144] Ibid., 1X Session, Chapter 14, pp. 5051-5089.
[145] Statutes of 1963, Chapter 985, pp. 2246-2248.
[146] Ibid., Chapter 1461, pp. 3019-3020.
[147] Ibid., Chapter 1618, pp. 3209-3210.
[148] Ibid., Chapter 807, pp. 1837-1838.

for the vocational training of 11th and 12th grade students attending junior colleges.[149] The district governing boards were given the authority to construct student centers, book stores, health facilities, and parking facilities and lease them to the associated student governments of junior colleges.[150]

Creation of a junior college district from an existing high school junior college department or the separation of a junior college from a unified school district was made easy by permitting governing boards to petition the county committee on school district organization and the State Board of Education for approval.[151]

Attendance accounting in the junior colleges was limited to four census weeks. The fourth full week of five consecutive school days and the first week of five days in December in the first semester, and the fourth week or first week thereafter containing five consecutive school days, and the last week of five full days preceding April 15 in the second semester are the prescribed census weeks.[152]

Salary schedules for teachers must be adopted and printed by each school board.[153] Readers may be hired to assist teachers.[154] It is unlawful to use electronic listening or recording devices in school without the consent of the school authorities.[155] Fines for the abuse of teachers were raised from $50 to $500.[156]

Finally, Assembly Concurrent Resolution No. 48 requested the State Board of Education to provide for the establishment of a faculty or academic senate in each junior college to represent the faculty in formulating policy on academic and professional matters.[157]

The 1964 budget session of the State Legislature increased the minimum salary of teachers to $5,000 a year.[158] Amounts in interdistrict attendance agreement contracts could not be less than state apportionments (at present $125).[159] The computational foundation program for each unit of average daily attendance was raised from $570 to $600.[160] Finally, the Legislature placed $50,000,000 for junior college construction in a bond

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149 Statutes of 1963, Chapter 1983, pp. 4062-4065.
150 Ibid., Chapter 1044, pp. 2340-2342.
151 Ibid., Chapter 12, p. 624.
152 Ibid., Chapter 1869, pp. 3853-3855.
153 Ibid., Chapter 679, p. 1683.
154 Ibid., Chapter 1076, pp. 2538-2539.
155 Ibid., Chapter 1616, p. 3209.
156 Ibid., Chapter 744, p. 1758.
157 Ibid., Resolution Chapter 108, pp. 4873-4874.
158 Statutes of 1964, Chapter 126 (AB 69).
159 Ibid., Chapter 61 (SB 18).
160 Ibid., Chapter 132 (AB 145).

issue of $380,000,000 for state building purposes to be voted upon by the voters in the general election in November, 1964.[161]

During this period, ten more junior colleges started instruction. In 1961 four colleges opened their doors to students. These were Chabot College, Grossmont College, Southwestern College, and Victor Valley College.

Chabot College was established by a vote of the people of southern Alameda County on January 10, 1961. Dr. Reed L. Buffington was selected as Superintendent/President, and classes started on September 11, 1961. A bond issue for $17.2 million was passed on April 16, 1963, and the first campus is under construction.[162]

Grossmont College was established as a coterminous but separate district with the high school on November 8, 1960. The college started instruction on September 11, 1961, with Mr. John S. Hansen as President. On September 18, 1962, after two failures, a $7.5 million bond issue was voted and the separate campus was started.[163]

Southwestern College is the junior college in the Sweetwater Junior College District in southwestern San Diego County. On November 8, 1960, the district was voted into existence. The following February 21, the voters approved a $6 million bond election, and on September 10, 1961, classes were started in the Chula Vista High School. Mr. Joseph Rindone is Superintendent of the district, and Mr. Chester S. DeVore is the President of the college.[164]

Victor Valley Junior College District was formed on February 2, 1960, and classes started in the high school on September 11, 1961. A site equidistant from the cities of Victor Valley, Hesperia, and Apple Valley has been chosen for the campus. Mr. Harvey S. Irwin is Superintendent of the district, and Mr. Fred F. Berger is the President of the college.[165]

In 1962 only one college--the College of the Desert--started operations on its new campus. The Coachella Valley Junior College District was approved by the voters on January 21, 1958, and no classes were held until the campus was ready for occupancy in September, 1962. Dr. Roy C. McCall is the Superintendent and President.[166]

In September, 1963, four more junior colleges started classes. Three of these were new colleges while one was the second campus to function in San Diego. This was San Diego Mesa College under the direction of Mr. Robert F. Heilbron. Merced College, covering the eastern half of

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[161] Statutes of 1964, Chapter 143 (SB 62X).
[162] Chabot College Catalog, 1964-1965, pp. 13-14.
[163] Grossmont College Catalog, 1964-1965, pp. 12-13.
[164] Southwestern College Catalog, 1964-65, p. 7.
[165] Victor Valley College Catalog, 1964-65, p. 10.
[166] College of the Desert Catalog, 1963-64, p. 5.

Merced County, started classes under the leadership of Dr. Lowell F. Barker.[167] Rio Hondo Junior College started classes in Whittier under Dr. Phil H. Putnam,[168] and Mt. San Jacinto College in the Beaumont-Hemet area started under the presidency of Dr. Milo P. Johnson.[169]

Two more colleges started in September, 1964, namely West Valley Junior College in the Campbell area, under the presidency of Dr. Wallace W. Hall, formerly Associate Superintendent of Public Instruction and Chief, Division of Higher Education, in the State Department of Education, and San Luis Obispo County Junior College, with Dr. Merlin E. Eisenbise as President. The Redwoods Junior College District in the Eureka area has been formed, with Dr. Eugene J. Portugal as Superintendent. The Redwoods Junior College District will probably start college operations in 1965.

As of the fall of 1963, the public junior colleges had over 72 per cent of the total lower division enrollment in higher education in both public and private colleges and universities in California. Of the total enrollments in higher education, including both graduate and undergraduate and public and private, 58 per cent were in the public junior colleges.[170]

The increase in number of junior colleges and the increasing importance of the faculty participation led to a reorganization of the California Junior College Association. Four, instead of three, regional sections have been established, and faculty representatives from each section are included on the Board of Directors. The next step for the organization to be truly represented by institutions is to add representatives of the school boards from each section to the Board of Directors.

The junior colleges scored another first in California when Station KVOR-TV went on the air on September 11, 1962. This is the first educational television station in Southern California and the only one owned and operated by an educational institution in California. Robert Fuzy is the station manager and is head of the Division of Telecommunications at San Bernardino Valley College. Before this, San Bernardino Valley College had successfully operated the FM Station KVCR 91.9 MC for ten years.[171]

The State Board of Education on September 11, 1964, added Section 131.6 to the California Administrative Code, Title 5, which provides for "academic senates" or "faculty councils."

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[167] Merced College Catalog, 1964-1965, pp. 11-13.
[168] Rio Hondo Junior College Catalog, 1964-1965, p. 12.
[169] Mt. San Jacinto College Catalog, 1963-65, pp. 6-7.
[170] "Report of Total and Full-time Enrollments, Fall, 1963, California Institutions of Higher Education," Department of Finance, March, 1964, Sacramento, pp. 11, 12, 17, 19, 31, and 37.
[171] CJCA News, Volume 9, No. 2, December, 1962, p. 3.

This resolution was the most discussed and best known topic in junior colleges between the passage of Assembly Concurrent Resolution No. 48 and the action of the State Board of Education.

A legislative resolution does not have the force of a statute; and the Attorney General, in an opinion of July 7, 1964 (No. 64/153), stated that the State Board could mandate academic senates under the provisions of Education Code Sections 152 and 22650.

The final resolution adopted by the State Board of Education provides that the teaching faculty, by secret ballot, shall decide upon whether or not they want an academic senate. If they choose to have one, the governing board of the college must provide for one. The faculty then decides upon who should be in the academic senate, its structure, and procedures for the purpose of making recommendations on academic and professional matters. These recommendations go to the governing board through regular channels, but if there is a difference of opinion between the administration and the faculty, the faculty views are also to be considered by the governing board.

This section on academic senates in the California Administrative Code, Title 5, goes a long way toward making the junior colleges a definite part of higher education.

On September 30, 1960, there were 32 junior college districts operating 39 colleges; 12 unified school districts were operating 12 colleges; and 14 high school districts were operating 14 junior college departments. In 1964-65, there are 64 junior colleges operating (one not yet in operation) in 56 junior college districts; 8 junior colleges in 8 unified school districts; and 2 junior colleges in 2 high school districts. The projected figure of 100 junior colleges in California by 1975 not only looks as if it will be fulfilled, but the number will be reached before then.

YEARS OF ESTABLISHMENT OF
CALIFORNIA PUBLIC JUNIOR COLLEGES

1910 - Fresno City College

1913 - Bakersfield College
Fullerton Junior College

1914 - San Diego Junior Colleges

1915 - Citrus College
Santa Ana College

1916 - Chaffey College
Riverside City College
Sacramento City College

1918 - Santa Rosa Junior College

1919 - Gavilan College

1920 - Allan Hancock College
Hartnell College

1921 - Modesto Junior College
San Jose City College

1922 - Imperial Valley College
College of San Mateo
Taft College

1924 - Pasadena City College

1925 - Lassen Junior College
Ventura College

1926 - College of Marin
Reedley College
San Bernardino Valley College
College of the Sequoias

1927 - Compton College
Glendale College
Long Beach City College
Porterville College
Yuba College

1929 - Antelope Valley College
Los Angeles City College
Santa Monica City College

1932 - Coalinga College

1934 - Oceanside-Carlsbad College

1935 - City College of San Francisco
San Joaquin Delta College

1936 - Sierra College

1942 - Napa Junior College

1945 - East Los Angeles College
Vallejo Junior College

1946 - Mt. San Antonio College
Palomar College
Santa Barbara City College

1947 - El Camino College
Los Angeles Pierce College
Monterey Peninsula College
Palo Verde College

1948 - Orange Coast College

1949 - Los Angeles Harbor College
Los Angeles Trade-Technical College
Los Angeles Valley College

1950 - Contra Costa College
Diablo Valley College
Los Angeles Metropolitan College
Shasta College

1953 - Laney College
Merritt College

1955 - American River Junior College

1956 - Cerritos College

1957 - College of the Siskiyous

1958 - Foothill College

1959 - Cabrillo College

1960 - Barstow College

1961 - Chabot College
Grossmont College
Southwestern College
Victor Valley College

1962 - College of the Desert

1963 - Merced College
Mt. San Jacinto College
Rio Hondo Junior College

1964 - San Luis Obispo County Junior College
West Valley Junior College

IMPORTANT DATES FOR JUNIOR COLLEGES

1894 First proposal of a four-year junior college by George A. Merrill.

1907 First state law on public junior colleges.

1910 First public junior college in California at Fresno.

1910 Charge of $4 a month tuition for out-of-district students.

1911 First private junior college in California (Los Angeles Pacific College).

1917 State aid granted for attendance in classes at public junior colleges. Names of courses changed by law from post-high school to junior college.

1921 First law providing for independent junior college districts.

1921 Accreditation of junior college courses and teachers by the University of California.

1921 Establishment of "junior college fund" from federal sources.

1921 Modesto forms first junior college district.

1921 American Asscciation of Junior Colleges formed.

1926 Marin and San Bernardino form first union junior college districts.

1927 Yuba becomes first countywide junior college district in California.

1928 Pasadena starts first four-year junior college.

1930 Junior College Federation formed (now the California Junior College Association).

1947 Strayer Report on the needs of higher education in California.

1947 Separate state junior college fund abolished and all monies for public junior colleges paid out of state general fund.

1950 Western College Association agrees to accredit junior colleges.

1953 College of the Sequoias first junior college accredited by Western College Association.

1955 Restudy of the Needs of California in Higher Education includes private colleges also for the first time.

1957 Bureau of Junior College Education established in California State Department of Education.

1960 The Master Plan for Higher Education in California makes junior colleges a part of higher education.

1960 Coordinating Council for Higher Education established.

1961 State Legislature provides $5,000,000 in tax relief funds to help junior colleges in construction programs.

1962 Western College Association becomes Western Association of Schools and Colleges and takes over as an accrediting agency and establishes separate commissions for high schools, junior colleges, and senior colleges and universities.

1962 State building bond issue, approved by voters, contains $20,000,000 for junior college capital outlay.

1962 Television Station KVOR-TV, the first junior college educational television station (owned and operated by San Bernardino Valley College). It is the first television station operated by a junior college.

1963 All statutes dealing with junior colleges alone placed in separate section of the Education Code.

1963 "Criteria and standards" for graded junior college classes established by State Board of Education.

1963 Legislature votes first permissive "fees" of $10 per student per year for health or parking.

1964 First compulsory out-of-state tuition charges went into effect in July. Foreign students and military personnel and dependents may be charged a lesser or the same amount.

1964 Academic senates which give recommendations on academic and professional matters are provided for college faculties who wish to have one.

PRESIDENTS OF CALIFORNIA JUNIOR COLLEGE ASSOCIATION

Albert C. Olney, Marin Junior College 1929-31

Floyd P. Bailey, Santa Rosa Junior College 1931-33

Charles S. Morris, San Mateo Junior College 1933-35

Grace Bird, Bakersfield Junior College 1935-36

Nicholas Ricciardi, Sacramento Junior College 1936-38

Archibald J. Cloud, San Francisco Junior College 1938-40

Rosco C. Ingalls, Los Angeles City College 1940-42

Richard J. Werner, Salinas Junior College (now Hartnell College) (Resigned) 1942-44

John G. Howes, Taft Junior College 1942-44

Pedro Osuna, Yuba Junior College 1944-45

Basil H. Peterson, Glendale Junior College 1945-48

John L. Lounsbury, San Bernardino Valley College 1948-50

J. Paul Mohr, Sacramento Junior College 1950-51

Harry E. Tyler, Santa Maria Junior College (now Allan Hancock College) (Resigned) 1951-52

Forrest Murdock, El Camino College 1952-53

Leo Wolfson, Reedley College 1953-55

William B. Langsdorf, Pasadena City College 1955-56

Calvin C. Flint, Monterey Peninsula College 1956-57

Ralph Prator, Bakersfield College 1957-58

T. Stanley Warburton, Fullerton Junior College 1958-59

Bill J. Priest, American River Junior College 1959-60

Stuart M. White, Fresno City College 1960-61

Joseph P. Cosand, Santa Barbara City College 1961-62

Gilbert A. Collyer, Shasta College 1962-63

Walter T. Coultas, Los Angeles City Schools 1963-64

Robert E. Swenson, Cabrillo College 1964-

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